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ABSTRACT

This Caribbean Regional Workshop was organized to bring together representatives of private, voluntary, and community development organizations, governmental agencies, and other non-governmental organizations in the Eastern Caribbean who were concerned with environmental quality. The conference was intended to improve the level of citizen participation in development efforts aimed at satisfying human needs on an ecologically sustainable basis. This document summarizes the points made by the workshop's principal speakers and the substantive ideas brought forth in the discussion groups. Part one of the document deals with "People's Participation: Issues, Elements, Strategies." Part two includes case studies presented at the workshop from St. Lucia, the Dominican Republic, other Caribbean Islands, and from Canada. The appendices include a statement of purpose and objectives of the workshop, a summary of the workshop program, an evaluation of the workshop, and a listing of participating agencies. (TW)

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PEOPLE'S PARTICIPATION IN DEVELOPMENT AND THE MANAGEMENT OF NATURAL RESOURCES

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Report on the
Caribbean Regional Workshop
VIEUX FORT, ST. LUCIA
April 15-18, 1985

SE 047 414

Go to the People

Live among them

Learn from them

Plan with them

Start with what they know

Build on what they have

Motto of the Rural
Reconstruction Movement

Drawings by Linda Jacobs
from Photographs by
Sister Mary Ann Smith
and Helen L. Vukasin

PEOPLE'S PARTICIPATION

IN DEVELOPMENT AND THE

MANAGEMENT OF NATURAL RESOURCES

Report on the Caribbean
Regional Workshop in
Vieux Fort, St. Lucia
April 15 - 19, 1985

Sponsored by

CARIBBEAN CONFERENCE OF CHURCHES

CARIBBEAN CONSERVATION ASSOCIATION (ECNAMP PROJECT)

CODEL, ENVIRONMENT AND DEVELOPMENT PROGRAM

GOVERNMENT OF ST. LUCIA, DIVISION OF FORESTRY

December 1985

CODEL, INC.
Environment & Development Program
475 Riverside Drive Room 1842
New York, NY 10115

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SPONSORING AGENCIES

Caribbean Conference of Churches (CCC)
P.O. Box 616
Bridgetown, Barbados

Caribbean Conservation Association (CCA)
Eastern Caribbean Natural Areas Management Program
(ECNAMP)
La Batterie
Laborie, St. Lucia

CODEL, Inc.
Environment and Development Program
475 Riverside Drive, Room 1842
New York, NY 10115

Government of St. Lucia
Ministry of Agriculture
Division of Forestry
Castries, St. Lucia

OTHER COOPERATING AGENCIES

National Research and Development Foundation (NRDF)
Castries, St. Lucia

OXFAM (UK)
Santo Domingo, Dominican Republic

Puerto Rican Industrial Mission (PRIM)
Rio Piedras, Puerto Rico

SUPPORTING AGENCIES

Support for the Workshop was provided by the sponsoring agencies and also the following: OXFAM (UK), Caribbean Regional Office; InterAmerican Foundation (IAF); U.S. Agency for International Development (AID)

FORWARD

This paper is a summary of the salient points made by the principal speakers and the substantive ideas brought forth in the discussion groups at the workshop on People's Participation in Development and the Management of Natural Resources, St. Lucia, April 1985. The details of the meeting were reported by Didacus Jules, National Research and Development Foundation, St. Lucia, Rapporteur for the Workshop.

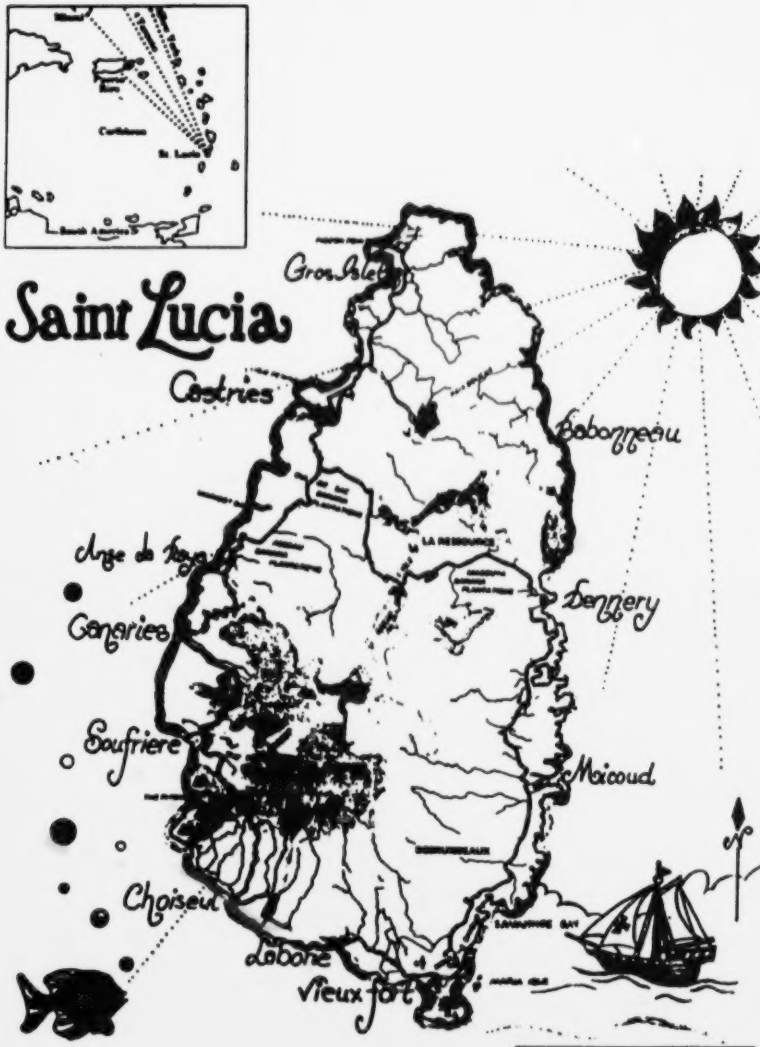
The sponsors of the meeting are particularly interested in fostering the participatory approach. For that reason a research paper by Didacus Jules was commissioned and presented at a post-workshop seminar that explored the subject in more depth. A summary of that paper is in Part I of this report. A copy of the complete paper is available from CODEL.

The appendices provide information about the workshop:

Purpose and Objectives of the Workshop
Summary of Workshop Programme
Evaluation
Participating Agencies

Your reactions and contributions are encouraged to continue the dialogue on how to overcome the constraints to engaging people in development and the management of their own resources. Please communicate your response to any of the sponsors of the workshop listed on the opposite page.

Helen L. Vukasin
Editor


Saint Lucia
Gros Islet
Castries
Babonneau
Anse la Raye
Dennery
Gongaries
Soufriere
Micoud
Choiseul
Laborie
Vieux fort

INTRODUCTION

The focus of true development is to improve the quality of life of people, especially the poor and those living on the margin of subsistence. These persons are often forced by economic need to damage the natural resource base on which they and others depend for survival. There is an urgent need for those who have the expertise and other kinds of resources to approach questions of environmental protection and conservation from the perspective of the people's right and need to meet their basic needs. On the other hand, the local people and groups working to develop themselves must consider environmental factors. They need to understand the local biological and physical systems and assist in maintaining the delicate balance that is critical to the maintenance of their own life support system.

In the context of this critical interrelation there needs to be acceptance of the reality that the people living and working in an area--the users and beneficiaries of the resources--must participate in the planning and implementation of activities if those activities are to fulfill their promise and to be sustained.

Based on the above rationale forty-nine participants from thirteen Caribbean islands and the U.S. and Canada met in St. Lucia to explore new ways to facilitate local participation in development and the management of natural resources.

PART I
PEOPLE'S PARTICIPATION:
ISSUES, ELEMENTS, STRATEGIES

A. Some Views on the Issues Involved in participation, Environment, and Development

1. In a keynote address to the workshop on People's Participation in St. Lucia, Msgr. Patrick Anthony examined management of natural resources from the perspective of the present. He suggested that the Caribbean people have a mode of perception and understanding based on feelings and intuition. Rationlization, on the other hand, is a Western/ Northern mode of approaching problems. He suggested that even the remedies being undertaken by Caribbean leaders are a continuing mimicry of external models and promotion of sophisticated forms of messianism.

   What is needed, he pointed out, is an authentic commitment to people and an unconditional acceptance of people - a true dialogue is imperative. He quoted Che Guevara, "The true revolutionary is motivated by the deepest feelings of love." In the Caribbean today, there is an absence of love for the ordinary people.

   Real development is ultimately concerned with people. The process must be aimed at an all round cultivation of the whole person. The Caribbean model for development must be for all the people of the Caribbean. It must be integrated and non-materialistic to meet the deeply spiritual needs of its people.

   The approach must include constant vigilance, critique and self-criticism of definitions and methods. As an example, he questioned the Government of St. Lucia's Decentralization Plan which purports to promote people's participation. He found the Plan lacks adequate provision for facilitating people's participation.

Msgr. Anthony went on to list constraints to people's participation in St. Lucia as expressed by former Minister Kenny Anthony

- the colonial tradition with emphasis on law and order
- deep tribalism created by partisan politics
- illiteracy
- unemployment
- absence of institutional mechanisms to redress unbalance between minority and majority interests

In the management of natural resources the exploitation by local people is of a completely different magnitude than the damage caused by multinational corporations and other large scale institutions. The cultural systems of most rural groups are sensitive to ecological considerations and generally contribute to a balance.

Msgr. Anthony proposed three elements of a strategy for popular participation:

1. Popular education for a better understanding of conservation through mass media and popular education.

2. Support for conservation institutions and other organizations in their efforts to bring the environmental issues to attention of the public nationally and regionally.

3. Provision of financial support for local groups attempting to improve and conserve the environment.

Msgr. Patrick Anthony
Director Folk Research Center
Vicar-General Archdiocese of Castries

2. Yves Renard viewed the issues from an historical perspective. He listed some of the factors contributing to the paucity of people's participation.

   - the legacy of dependence and non-participation in the region
   - the severe exploitation of resources due to systems geared to meet raw materials needs for production to satisfy urban needs
   - marginal and subsistence systems of production which, like the dominant system, were based on exploitation of resources
   - technological advance and activities of transnational corporations have spread the impact of local actions and have heightened the impact of external events and actions on the local scene

   Initiatives to promote people's participation must recognize that such participation is integrally related to democracy and human development. Indigenous conservation practices have to be understood. Technical and scientific improvements must be placed in the cultural context.

   Mr. Renard warned against misusing the people's participation approach as prescriptions for development and resource management.

   Yves Renard
   Eastern Caribbean Natural
   Areas Management Program
   Vieuxfort, St. Lucia

3. In a research paper, Didacus Jules stressed the reaffirmation of people as the center of the development process. He posed the question: Are people the subject or the object of development? The response to this question indicates that the concept of people's participation is broad and complex. People's participation is a tool for

dismantling the cultures of silence in the context of the emergence of independent nation states out of imperialism. It is also a new and sophisticated tool for manipulation.

It is essential to examine the concept of participation in the historical context, in the social and political environment, and its ideological significance.

He expanded on Msgr. Patrick Anthony's remarks about the imperative for dialogue; to listen to, to talk with. This he declared, is the first step to participation. However, there are some pre-conditions to dialogue. Among these are equality and respect for the rights of others. These are products of love. The absence of these values is a serious constraint to popular participation.

Constraints

There are a series of constraints to people's participation. Msgr. Patrick Anthony also alluded to some of the following:

- absence of equality, respect for the rights of others, and love
- heritage of a colonial tradition that emphasized law and order
- tribalism exacerbated by partisan politics
- illiteracy
- unemployment
- absence of institutional mechanisms for redressing imbalance between minority and majority interests
- the system of owning and distributing land
- development policy/model of the government
- absence of a sense of responsibility among users of resources, both large and small
- the legacy of dependance and non-participation in the Caribbean
- origin and development of systems of production
- co-existence of a mercantilist dominant system

of production and a system of individual producers on the margin of subsistence.

Considering these constraints it is clear the issue is one of political economy. The critical factors from this perspective are:

1. the choice of development model of the governing authorities
2. the nature and character of the political system and
3. land ownership patterns and policies

Need for Further Exploration

"Participation is not a set of recipes that can be used when needed and then discarded" (Yves Renard). The challenge is to develop fresh approaches and a dynamic dialogical perspective that seeks to place the human actor at the center of the environmental drama.

To assist in the preparation of strategies for people's participation further clarification and study is needed in the following areas:

1. Clarification of the distinction among environmental damage caused by actions of government, multinational corporations and private institutions, and local marginalized people

2. Consideration of appropriate strategies for people's participation in relation to the sectors mentioned in 1. above.

3. Development of strategies involving users in the following areas: agricultural land; wild lands; coral reefs/coastal zones, seagrass beds, mangroves, salt ponds; watersheds, water catchment and storage areas; fisheries; wild life; scenic areas; socio-cultural resources; energy sources

4. Promotion of dialogue among resource users,

developers, and conservationists

5. Consideration of the link between community development and environmental conservation

6. Elaboration of specific communication strategies and popular education programmes on environmental concerns

7. Strategies for providing a mass basis for environment and conservation bodies

Guidelines for Developing Strategies for People's Participation

1. Determine economic, social, political, and cultural situation in each country

2. Identify the social classes of persons to be involved in programme development

3. Raise consciousness and improve capacity by:

   - discussion/dialogue between resource users, community groups, and decision makers
   - regular exchange of information and ideas
   - development of collective plan of action
   - community organization and mobilization/ survey of resources, and promotion of consensus

4. Guide development of process towards structural change

5. Develop self-confidence and decision-making ability for political participation

6. Respect, moral and practical support for the culture of each people

7. Ensure that technology should serve and reflect human qualities

Environmental concerns in any country will largely

Small Group Meeting at the Workshop

be influenced by the development thrust of that country: who decides, who influences, who benefits and who loses in the process are political matters.

The challenge of people's participation in environment and development is first a call to commitment and faith in the capacity of ordinary men and women to contribute to a better, more equitable life for all. And secondly, to find ways of initiating, stimulating, and maturing popular participation in issues of the environment so that the process of conscientization on matters ecological leads to the awareness of root causes and to the definition of new development models.

Didacus Jules
National Research and
Development Foundation
St. Lucia

B. Elements of People's Participation

The following discussion is based on the reports of five small work groups each of which explored the nature of people's participation. It was generally accepted that there are two levels of participation in development and management of resources which interact: the grassroots, community level and the intervenor or external decision-maker (e.g., a private development assistance group, a government agency or an international agency). For these two levels to successfully promote participation requires two important ingredients: flexibility in all aspects; and democratization of information flow. Dialogue and communication between the two levels is an integral part of the process. These ingredients are vital to the successful partnership of the levels.

The groups defined people's participation in terms of a number of elements at the community or grassroots level:

1. Identification and awareness of community needs, problems and goals, and priorities among them.

2. Organization with trust, confidence, dedication, determination and collective decision-making to address their identified priorities.

3. Identification of leadership skill in organizing, and knowledgeable.

4. Identification of internal available resources and technical skills.

5. Verbalization of alternative action and solutions; dialogue with external level/intervenor.

6. Identification of external resources and support for implementation without sacraficing integrity.

7. Implementation and monitoring in cooperation with external level/intervenor.

C. Strategies to Facilitate People's Participation

1. INTRODUCTION - CONRAD MASON, CCC
In the introductory presentation Conrad Mason discussed some strategies already underway in the Caribbean in the field of development and natural resource management. Such activities, he said, are subject to several variables including the level of public environmental awareness, commitment of national governments and the willingness of private voluntary organizations to assist.

2. SUGGESTIONS OF WORK GROUPS
Following the plenary discussions focusing on defining people's participation, the workshop again broke into small groups to formulate some strategies for promoting and facilitating people's participation. The following is based on the reports of the work groups to the plenary. These strategies are from the perspective of the private voluntary development groups or government agencies as promoters but also suggest ways in which communities might take initiative.

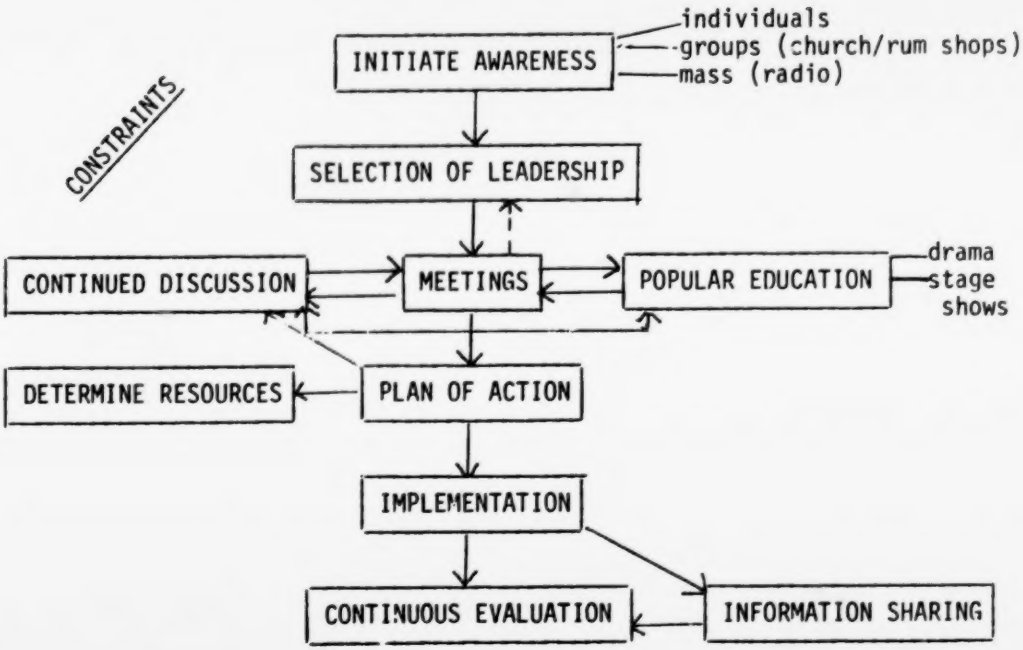
Preliminary Steps
- determine social, economic, cultural, and political situation in each area

- identify social classes of those who are in the organizations that will be involved

- survey resources in the community

Promotion Strategy
1. Create awareness of problems, need to solve problems, and possibilities for taking action by means of appropriate discussions/dialogue/

DIAGRAM OF A STRATEGY
(from work group)



analysis among:
- resource users
- community groups
- policy/decision makers
- controllers of purse strings

2. Disseminate results of meetings/information among the groups involved. Continue interchange of ideas and information, and create data banks, if appropriate.

3. Create committees or strengthen local organizations, and identify leadership and responsibilities. Encourage continuous dialogue with whole community.

4. Continue conscientization and introduce capacitation. Emphasize development of self-confidence, decision-making ability, political consciousness and skills. Where necessary, encourage behavior modification.

5. Formulate plan of action:
   - examine alternatives
   - explore feasibility
   - check with goals and priority needs of the community
   - confirm availability of resources needed
   - delegate responsibilities for implementation

6. Implement plan of action:
   - continue dialogue with community
   - modify where needed
   - monitor to achieve goals and objectives
   - evaluate to learn for present adjustments and future ventures

A number of general considerations may also need to be included in the specific strategy. The development action should be approached with respect for the local culture and traditions. Any technologies introduced should serve or reflect the people who are the beneficiaries.

Constraints to people's participation were mentioned only briefly. This point needs to be explored in depth. This workshop acknowledged the need to provide the confidence to seek structural change where institutional constraints limit the communities ability to act on its own behalf.

3. PROPOSED PROJECTS AND FOLLOW-UP ACTIVITIES:
The following project plans were proposed and discussed:

a. A Caribbean regional fuelwood project to establish fuelwood lots in four communities.

Objectives
- to bring awareness to each community
- to set up a framework for implementation
- to plan the implementation
- to establish cost estimates

Process
- working with ten groups to select four educational sessions
- establishment of necessary framework, plans and cost estimates
- training of community personnel

Resources
- community development organizer
- forestry expert
- local counterparts
- financial support
- community group-information/leader

b. A forestation and education project for women in Dominican Republic

Objectives
- to initiate reforestation to slow down deforestation in the Province of Azua
- to orient, create awareness and to motivate women to collectively plant and care for forests

- to increase coverage of forestry programs of other public and private sector organi ations
- to take advantage of organizational potential of women in Azua
- to provide communities with a favorable ecosystem and improved nutrition through agroforestry
- to promote planting and caring for trees by practical demonstrations

Process
- orientation, awareness-building, mobilization, and training of women's groups by means of classes, courses, technical assistance and publications

Resources
- women's groups
- church organizations
- funding
- governmental assistance

c. A project to popularize environmental issues in Dominica:

Objectives
- to raise consciousness about environmental issues
- to build consensus among various sectors

Process
- use of video to interview and play back for various resource users, e.g., chainsawmen, furniture makers, forestry officers, charcoal makers, as a basis for action

Resources
- a steering committee of Forestry Division, Conservation Association and community
- equipment on loan from Haiti and Grenada

d. A project to improve soil and protect against erosion in St. Vincent's and the Grenadines:

Objectives
- to introduce improved techniques for cultivation and cropping
- to arrest erosion

Process
- improvement of traditional practices of cultivation by demonstrations
- introduction of tree cropping, cover cropping, contouring through training for farmers

Resources
- farmers groups
- development organizations
- support and funding sources

e. A project to assist the farmers of Fond St. Jacques, St. Lucia:

Objectives
- to support the farmers of Fond St. Jacques to improve access to land and increase food production

Process
- activation of farmers groups
- meetings with Forestry Division, St. Lucia
- acquisition of unutilized land
- identification of income-generating projects, e.g. rabbits, poultry, pig-rearing

Resources
- farmers groups
- community development groups
- Forestry Division, St. Lucia
- regional environmental groun

f. A project to address the problems of Vieux Fort, St. Lucia in the area of pollution from various sources:

Objectives
- to raise the general environmental consciousness

of the citizens of Vieux Fort
- to identify the sources of pollution
- to activate local groups to lobby for control of the sources of pollution
- to find ways to eliminate the causes and symptoms of pollution

Process
- workshop on community communication to explore the problems and ways to disseminate information about the problems
- technical workshop on issues and corrective actions
- creation of an environmental brochure for the community
- encouragement of exhibits, school projects, interchanges with those in authority who could help bring about improvements

View of Vieux Fort
on the Bay Side

PART II
CASE EXAMPLES
PRESENTED AT THE WORKSHOP

A. Workshop Field Visits

1, Vieux Fort, St. Lucia

Vieux Fort was specifically chosen as the site of the workshop not only because it is a microcosm of the main issues of environment and development in the Eastern Caribbean, but also because the ECNAMP Project promoters have been concerned with animating local groups to be involved in the management of natural resources. Thus, the participants had the opportunity to visit, to observe, and to meet with project directors and local people in a whole variety of activities related to development and resource management. For the initial field visit, participants had an opportunity to overview the microcosm from a hill-top which afforded a view of the entire plain and mountain backdrop. From Moule-A-Chique, one can view the multiple use of land for agriculture, industry, forestry, fisheries, including mangroves harvested for charcoal, tourism, urban housing, and the international airport.

In the early French colonial days, the land here was planted in sugar cane. Under British rule, it became communal land. During World War II a substantial piece of property was leased for 99 years to the United States for construction of a very large air base. When the Americans returned the land in 1961 it became Crown Lands. This contributed to the continued pressure for land for agriculture and encouraged squatting with all the associated problems. Forest preserves and reforestation plantations also limit land for agriculture and fuelwood. Land tenure is a continuing problem that needs to be seriously addressed. The Government of St. Lucia has initiated a Land Registration Project and a Social Forestry Project which is a start.

After the overview, the participants, split into four groups to visit sites and examine particular issues in greater depth:

a. Agriculture and forestry
b. Marine fisheries and management of marine resources
c. Pollution, tourism and industrialization
d. Problems of land use and urbanization

Preparing Bags for Seedlings for the Nurseries of the Forest Preserve

a. Agriculture and Forestry

While agriculture remains the basis of the St. Lucian economy, much of the terrain is rugged and unsuitable for agriculture. That fact combined with the large number of landless farmers puts a great deal of pressure on the forest preserves. The St. Lucian Government has been very progressive in protecting the rain forests and fragile mountain slopes by creating large preserves. The

introduction of the Taungyi system of multiple use of hill-side forest land is fraught with problems. However, some adaptation of the Taungyi system from Burma, which combines forestry cropping and agricultural cropping,may contribute to the solution of the land and fuelwood shortages.

Other projects to address forest and agriculture problems include a leucaena/mahogany plantation to discourage destruction of the mangroves by providing an alternative source of wood for charcoal. Another critical problem is the indiscriminate cultivation of bananas in watershed areas. The practice is accompanied by erosion and pesticide pollution of water supplies.

b. Marine Fisheries and Marine Resource Management

The group visited nine marine sites in the area to view a variety of problems. Among them:
- untreated sewage dumping into the sea
- polluted fresh water entering the sea
- removal of sand causing beach erosion
- depletion of fish life due to destruction of nursery habitat by harvesting of mangroves
- human-made blockages of sea water leading to destruction of mangroves

Attempts to address some problems were also noted:
- mariculture schemes such as the Sea Moss Pilot Project which has marketing and industrial potential
- the self-help project of the Savannes Bay fishermen

c. Pollution, Tourism and Industrialization

The group visited five sites: Black Bay Beach, the Bellevue Historical Site and the Halcyon Days Hotel. The following were some issues explored:
- destruction of mangroves due to garbage dumping and sewage
- destruction of coral reef due to diversion of the river course which caused silting, in order to con-

struct the United States Air Base
- historical site at Bellevue negatively affected by nearby quarry and by dumping of garbage
- industrial pollution: high noise level, emission of sulphur hydroxide

Some steps that have been taken in this area:
- conservation and restoration of Bellevue Historical site
- protection of an environmental site development for Maria Islands
- some industrial plants have attempted to minimize oil pollution relying on cyclical use of oil and water in the production process

Garbage on the Beach Creates Health Hazards and Spoils the Natural Beauty of Vieux Fort

d. Problems of Land Use and Urbanization

From Moule-A-Chique the group had an aerial view of the Vieux Fort area. There have been five major

studies concerning planning and land use of the area. The proposals have often involved conflicting development objectives. For example, Vieux Fort as an industrial zone or as a tourism belt.

Below are some of the constraints to development of the area:

- conflicting development plans and proposals
- disorderly development of the zone and squatting
- failure to anticipate the needs of people in the area
- failure to consider the implications of one aspect (e.g., housing) in relation to those of another (e.g., industry)
- conflict of interests among groups
- failure to adhere to some aspects of development plans
- the location of the International Airport
- the need for environmental conservation

COMMENTS ON VIEUX FORT CASE STUDY

- Community support is essential for successful implementation of plans and for enforcement of environmental safe guards and legislation.

- Beach-sand mining is directly related to the construction industry. Growth in construction of concrete buildings has increased demand for sand. Vieux Fort construction efforts are supported by beach sand. Ministry of Communications and Works controls beach mining. Laws exist but in absence of a suitable alternative construction aggregate, such laws will be ignored.

  This issue highlights the fact that <u>legislation by itself</u> is not the solution. There is a need for legislation <u>plus other alternatives</u>.

- Issue of environmental concerns in the planning process suggests a problem with multi-party

democracy. New governments ignore plans/studies done by predecessors. There is a lack of consultation with people.

- Whenever plans are not implemented, "the people do their own development". Failure of administrators and planners leads to adhoc measures taken by the people - e.g., proliferation of squatting.

- Other reasons for failure of plans:

  a. lack of participation of people
  b. absence of capital to implement
  c. absence of a holistic and integrated perspective

2. Other Field Visits

The participants also visited Choiseul and Fond St. Jacques.

The two projects and areas provided a striking contrast.

Choiseul: This project of the French Agricultural Mission involves a great deal of technical skill and field research. Some of the many innovations include:

- a water tank project involving the tapping of a spring and collection of water for domestic and irrigation purposes
- a bee-keeping project
- a rabbit-rearing project
- development of a mini tree crop nursery
- organization of a farmers cooperative

While the community was involved in some ways, the stimulus and guiding force is from an external agent.

Two of St. Lucia's Many Volcanic Peaks

Fond St. Jacques: The Integrated Rural Development Project at Fond St. Jacques relies heavily on initiatives of grassroots leaders and community organization.

In this area, the primary problem is a shortage of agricultural land. The conflict of the need for forest preserves for watershed management and land for crops was evident. Participants visited the Forest Preserve in the area led by the Forest Division personnel and spent time in Fond St. Jacques listening to the needs and points of view of the community. The dialogue set up for the benefit of the participants had the added benefit of stimulating interchanges between the Forestry Division and the community to address their mutual concerns.

B. Presentations About Other Areas

1. San Jose de Ocoa, D.R.- Ramon Baez, President, Association for the Development of San Jose de Ocoa (Junta). The workshop in San Jose de Ocoa, Dominican Republic in 1984 was a spring board for the workshop in St. Lucia. The presentation by Sr. Baez was a link between the two and a report on the effectiveness of the San Jose de Ocoa meeting. Sr. Baez reported that the workshop in 1984 impacted at three levels:

   a. strengthening of the Junta
   b. improvement of inter-institutional integration
   c. emergence of new projects designed to protect renewable natural resources

   The concerete actions undertaken at each of these levels included some actions directly related to the theme of the St. Lucia workshop:
   - democratization of the Junta by incorporation of the Rural Development Committees and Youth on the Board
   - increase in small socio-economic projects in rural zones
   - increase of programmes for public and community education and training

   Some positive effects of the San Jose de Ocoa Workshop:
   a. generated greater consciousness of the serious problems of conservation of renewable natural resources
   b. facilitated critical reflections on the "internal deficiencies" of the Junta and the corrective measures needed
   c. allowed for greater local, national and international collaboration and assistance.

   Two conclusions of the San Jose workshop require further attention and consideration. One issue is the inequalities of the existing land tenure system which do not allow for rational and equit-

able exploitation of natural resources. The other issue is the indiscriminate exploitation of the forests by powerful commercial interests.

2. Caribbean Islands

a. ST. VINCENT - ORD Experience in Environment

The Organization for Rural Development (ORD) is a private voluntary organization with the aim of improving the quality of rural life in St. Vincent and promoting self-reliance.

ORD is governed by a general assembly mainly comprised of rural workers. Field representatives make up 64% of the staff. The concerns of ORD embrace all aspects of their economic and social life including environmental issues. The participation strategy includes the holding of public discussions, the accessing of project resources and the involvement of local leaders in project management.

b. HAITI - Peasant Organization, the Groupement Model

In the Haitian context the issue of peoples participation is complicated by the special political environment and the high incidence of illiteracy. The Groupement Model purports to be a unique Haitian institution rooted in a vision of cooperative action focussing on investment in revenue-generating projects.

Characteristics of the model are:
- small peer groups based on the principles of income generation and capital reinvestment.
- collective decision-making

The size of a groupement is 10-15 members. The source of initial capital is equal donations of small sums

of money by each member. Common assets are invested in profit-making projects of the Groupement. Labor is provided by the Groupement.

The potential for community development lies in the fact that the peasant is placed at the centre as the active subject. The Groupement model emphasizes egalitarianism and self-development.

c. MARTINIQUE - Development and Environment in Martinique: The ASSAUPAMAR Perspective

The history of French Colonialism in Martinique and of the colonial development thrust helps to understand the development plans of the present French administration for Martinique, the environmental consequences,and the actions of ASSAUPAMAR - a conservation association.

As a result of the policy of the French Government, the Martiniquan economy is being converted from one based on agriculture to one predominantly based on tourism. This has long-term implications for the food and consumer import sectors. Sugar production has declined from 90,000 tons per annum to 4,000; former sugar lands and environmentally important areas are being converted to tourism: a target of 40,000 hotel beds has been set for the tourism sector.

In protest of these developments, ASSAUPAMAR has occupied lands designated for tourism. They also promote preservation of natural resources and rejuvenate agriculture in Martinique.

d. UNIVERSITY OF WEST INDIES, JAMAICA - Integrating Farmers into Environmental Monitoring Programmes

There is an imperative need for integrating farmers into environmental monitoring programmes in the Caribbean. Some of the negative effects of recent attempts at agricultual improvement are the wide-

spread use of toxic chemicals for weed and insect control and the danger posed to the environment. Examples were given of several rural development projects throughout the region which failed to realize their fundamental objectives because farmers and other resource users had not been sufficiently integrated or consulted on the initiatives. Ministries and planning units have not been sensitive to traditional resource-use practices. Communication between government and farmers has been uni-directional.

The scientific value of the indigenous knowledge and practice of farmers has been underestimated. Recent research suggests that this knowledge constitutes an invaluable base for more effective planning of environmental policy.

e. PUERTO RICO - A Model of Economic Development and Ecological Destruction

An historical overview of the development strategy implemented in Puerto Rico over the past 40 years has resulted in tremendous modernization of the island at the cost of ecological damage which may cause incalculable risks in the future.

There was a massive migration in the 1940's and 50's to North America. The multinational industries meanwhile created a dependent economy. In the 1960's the influx of petro-chemical industries was followed by other hightech industries (including pharmaceutical and chemical) in the 70's. Major environmental problems have resulted from this high concentration of industry, particularly pollution and contamination of water resources and chemical poisoning.

The widest possible dissemination is needed of information concerning the Puerto Rican environment and the consequences of the Puerto Rican development "model", as a basis for intra-Caribbean dialogue and unity on issues of the environment, and

development involving the broadest cross-section of Caribbean people.

f. ST. LUCIA - Community Participation in Environmental Management: A Case Study from Anse La Raye

Anse La Raye is a west coast village in St. Lucia with a population of approximately 2500 persons living in 550 houses. The village, occupying about 20 acres of flat land, is faced with several socio-economic and environmental problems. These include: poor sanitation (leading to high incidences of worm infection); limited access to land; poor housing; garbage disposal difficulties;and flooding.

In 1981, a Community Health Committee was organized by the residents in an effort to deal with the problems of malnutrition and sanitation. This committee later expanded to become a Community Improvement Committee incorporating broad community representation and mobilizing people across sectarian lines for the construction of a multi purpose community centre and to carry on activities such as clean-up campaigns.

To date, the Committee has completed the Multi-Purpose Centre 3 months ahead of schedule (due to community participation) and has developed a sanitation programme with the technical assistance of the University of Nova Scotia and the financial help of the Government of Canada and the Caribbean Council of Churches.

g. ST. LUCIA - Present Status and Future of the South East Coast Conservation and Development Project

This ECNAMP Project on the South East Coast of St. Lucia is concerned with the management and conservation of marine as well as agricultural natural resources. The project has three components: research; development; and training. People's participation is the link between these components which facilitates integration.

Coastal communities have been researched. There have been community and sectoral discussions with fishermen, farmers, townspeople, charcoal producers and others leading to their full support for conservation efforts. Cooperative forms of social and economic organization are beginning to emerge from the participatory activities of the project.

The ECNAMP experience in St. Lucia provides some useful conclusions related to the issue of people's participation in environmental management. Following are some examples of these conclusions:

- informal participatory activities work best
- local consciousness and knowledge of environmental issues is higher than usually assumed
- economic activity within the ecologically important zone reflects the marginalized status of the people living within it

3. CANADA - Experiences in People's Participation in Manitoba, Canada

The Province of Manitoba has a large percentage of population who are native peoples. The demography is characterized by rapid population growth and high rates of unemployment (especially among the native peoples).

North Manitoba has a history of resource exploitation and exportation - first in furs, then minerals, lumber and now hydro electric development (for export of electricity to the USA).

There has been a lack of consultation by the big companies and provincial government with the native peoples in the exploitation of the natural resources and the establishment of development projects. One example is the case of Manitoba Hydro. The damming of the Churchill River in this project has resulted in the loss of native lands from rising water. The formation of the Northern Flood Committee comprising all communities affected by the dam laid the basis for greater popular involvement in the environ-

mental issues. Following a 10 year struggle, the Flood Committee was able to arrive at a legally binding agreement with the Federal and Provincial governments which provides the native people with the means to deal with their own problem and compensation for loss of land

Another example is the Wild Fur Project, the aim of which is to improve the economic condition of trappers in the context of environmentally sound practices. The needs identified by the trappers themselves are met by government material assistance with labour from the trappers.

The Canadian experience demonstrated that environmental development is a process that requires planning and consultation at several levels. Given the traditional attitudes of development agencies, it is imperative that those likely to be affected determine their own course of action in addressing their local interests

CONCLUSION

The Workshop in Vieux Fort, St. Lucia demonstrated that those concerned with preserving and improving the ecology of the Caribbean in the context of development understand well that people are at the heart of the matter. People are the subject not the object of the process of development and change.

The illustrations from St. Lucia and other islands in the Caribbean, and from Canada indicate that, it is difficult as intervenors to motivate the beneficiaries in the face of some pretty serious constraints - political, social, economic and cultural. Nevertheless, the participants of this workshop hold to the conclusion that sustainable development depends on popular participation in the process. New and innovative ways must be found to break down or circumvent the barriers to people taking charge of their lives and their future if the goal of meeting basic human needs is to be met.

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APPENDIX A

PURPOSE AND OBJECTIVES OF THE WORKSHOP

PURPOSE

The purpose of the workshop is to bring together representatives of private voluntary community development organizations and non-governmental and governmental agencies in the Eastern Caribbean concerned with the environment to improve the level of people's participation in development efforts aimed at satisfying basic human needs on an ecologically sustainable basis.

OBJECTIVES

1. To sensitize participants to the need for increasing people's participation in the development process.
2. To increase understanding of the critical importance of an integrated approach to the management and sustainable use of natural resources for basic human needs.
3. To illustrate some approaches to the promotion of the active participation by people in pursuing environmentally sound development.
4. To develop preliminary plans for follow-up action based on strategies developed during the workshop.

APPENDIX B

SUMMARY OF WORKSHOP PROGRAMME
APRIL 14 - 20, 1985

Sunday, April 14

Opening Ceremony and Reception

Chair: Gabriel Charles
Supervisor of Forestry, St. Lucia

Prayers: Rev. John Ostdiek, O.F.M.
CODEL

Speakers: Hon. Brian Charles
Minister of State for Agriculture

Michael James
Associate General Secretary, CCC

Hon. Elridge Stevens
District Representative

Sister Mary Ann Smith
Representative, CODEL

Conrad Mason
Representative, CCC

Yves Renard
Representative, CCA

Randolph Martin
Participant

Monday, April 15

Morning

Field Visit: Overview of Vieux Fort and Issues of Development and Natural Resource Management - Small Groups

- Agriculture and Forestry
- Marine Fisheries and Coastal Resources
- Tourism
- Industrialization and Pollution
- Land Use and Urbanization

Afternoon

Chair: Yves Renard
CCA/ECNAMP

Analysis of Field Trips and Preparation of Reports for Public Meeting

Evening

Public Meeting: Group Reports on Overview of Vieux Fort Issues

Tuesday, April 16

Morning

Keynote Address: Monsignor Patrick Anthony
Vicar General
Archdiocese of Castries

"People's Participation in the Development and Conservation of Natural Resources"

Presentations:

- Conrad Mason
CCC

"Programs and Projects in the Eastern Caribbean"

- Yves Renard
CCA, ECNAMP

"Participation, Environment and Development"

- Ramon Baez
Asociacion para Desarrollo de San Jose de Ocoa
Dominican Republic (Junta)

"Impact of Workshop in San Jose de Ocoa, January 1984"

Afternoon

Field Visits in Small Groups

- Charcoal Producers in Mangrove Area
- Fuelwood Plantation

Evening

Cultural Program

Wednesday, April 17

Morning

Participant Presentations:

- Cheryl Smith
  St. Vincent

  "ORD Experiences in Environment"

- Beresford Desir
  St. Lucia

  "Community Participation in Environmental Management: A Case Study from Anse La Raye"

- Paul Henri Chartol
  Martinique

  "Development and Environment in Martinique - The ASSAUPAMAR Perspective"

- Yves Renard
  CCA, ECNAMP

  "Present Status and Future of the South East Coast Conservation and Development Project"

- Reginald Ellie
  Haiti

  "Peasant Organisation - The Groupement Model"

- Ruth Maar
  Canada

  "Experiences in People's Participation in Canada"

- Jeremy Collymore
  University of West Indies, Jamaica

  "Integrating Farmers into Environmental Monitoring Programmes"

Chair: Nelcia Robinson
St. Vincent

Afternoon

Field Visits in Small Groups

- Integrated Reforestation and Small Scale Agriculture Project, Bellevue
- Fisheries Development and Fisherman's Organizations, Vieux Fort and Savannes Bay

Thursday, April 18

Field Visits and Presentations:

- French Technical Mission, Choiseul

  Rural Development Project

- Members, Fond St. Jacques IRDP Committee

  Fond St. Jacques Integrated Rural Development Project

Friday, April 19

Morning

Small Group Discussions and Plenaries: Elements of and Strategies for Facilitating People's Participation

Noon Presentation: Marianne Meyn
Puerto Rico Industrial Mission

"Puerto Rico, A Model of Economic Development and Ecological Destruction"

Afternoon

Plans for Follow-up Activities and Possible Funding Assistance

Discussion

Evaluation

Evening

Beach Party

Saturday, April 20

Optional Visit to Forest Reserve

APPENDIX C

EVALUATION

I. PARTICIPANTS

In a written evaluation of the workshop, participants indicated that the main positive achievements were that the workshop:

- met the expectations of the large majority of participants
- sensitized all participants to the need for increasing people's participation in the development process
- increased the understanding of all participants of the importance of an integrated approach to the development and conservation of natural resources for basic human needs
- illustrated some approaches for the promotion of the active participation of people in pursuing environmentally sound development
- enabled the development of a number of preliminary plans for follow-up activities based on strategies developed and discussed.

Contributing factors were:

- overview of developments in the Vieux Fort area
- keynote address
- context presentations
- field visits
- mix of people and the sharing of a range of experiences
- informal and loose structure of workshop
- choice of location
- participation of local people.

Hindering factors were:

- too little time considering very intensive nature of programme
- logistical arrangements re accommodation,

meals, sessions, resulting in loss of time
- overloaded programme resulting in insufficient time for discussion and analysis
- limited contact with local people.

II. COORDINATORS OF WORKSHOP

CONTENT as proposed in the objectives of the workshop:

Objective 1: To sensitize participants to the need for increasing people's participation in the development process.

- Workshop achieved well the objective of sensitizing.
- Average degree of sensitizing was achieved.
- Part of the success with respect to sensitizing is because people who were invited and came were open to being sensitized.

Objective 2: To increase understanding of the critical importance of an integrated approach to the management and sustainable use of natural resources for basic human needs.

- While the workshop highlighted integrated development and the participation of local people, the connection between this participation and the management of natural resources was not always made.
- The workshop did not deal with how to catalyze specific changes in natural resources, e.g., soil regeneration.
- Not enough attention was given to integration of management of natural resources in the development process.

Objective 3: To illustrate some approaches to the promotion of the active participation by people in pursuing environmentally sound development.

- Presentations were either lacking or inadequate

in illustrating approaches to people's participation especially on field visits.
- While locally based people attended, they were not involved and in some cases were not even introduced.
- Workshop was based on premise that illustrations all involved people's participation. Actually some did, some did not. There was a lack of plenary discussion which could have brought this to the fore.

Objective 4: To develop preliminary plans for follow-up action based on strategies developed during the workshop.

- Some success was achieved in this area, for example by participants of Vieux Fort and Fond St. Jacques.
- Objective may be unrealistic unless participants came with ideas for projects. Three organizations did have projects which they were able to discuss in small groups. Vieux Fort and Fond St. Jacques initiated possible project ideas in the work group on projects.

PROCESS IN GENERAL

- Local people were not integrated into the process of the workshop.
- The plan was good; implementation was less effective.
- Expectations for effectiveness were high--a mix of field visits and theory.
- Facilitating chairpersons were uneven, some extremely good, some made too many comments and addressed points on their own agenda.
- At least half a day at mid-point was needed to process information. Strategies just began to come together at concluding session. With a head start at mid-point the group could have gone further.
- Balance of time for future workshops should allow at least two of five days for de-briefing field trips, participant presentations and discussions.

PRESENTATIONS

- The keynote speech was outstanding. Pretty well agreed by one and all.
- Overview visits to projects on the first day went very well.
- The context presentations were very good.

FIELD VISITS

- During visits to Bellevue there was too much presentation by government without involving dialogue with the local people.
- For all of the field visits there was a lack of prepared materials for participants prior to the actual visit that could have enhanced understanding and discussion.
- The visit to the French Agricultural Mission was much less effective than it could have been. The presentation was too detailed. There was some disorganization in the arrangements. Coordinators were unable to redeem the situation. The general discussion was not cut off early enough.
- The logistical plans generally were adequate.

TRANSLATIONS

- The Creole intrepretation was very worth having though not utilized fully by workshop participants.
- The Spanish interpretor was very good. His generosity and availability was over and above the response usually expected from professional translators. Two of the Creole translators did a reasonably good job; the third did not.
- Creole interpretors got experience and can visualize new possibilities.
- Interpretation worked better in the field than in the classroom.
- A need was demonstrated for a booth for inter-

preters for each language.
- Spirit of participation was better with the use of interpretation.
- Unfortunately equipment from Puerto Rico malfunctioned adversely affecting the workshop.

Yves Renard, CCA/ECNAMP
Conrad Mason, CCC
Sister Mary Ann Smith, CODEL
Helen L. Vukasin, CODEL

APPENDIX D

PARTICIPATING AGENCIES

ANTIGUA
- Antigua/Barbuda Fishermen Association
- Meals for Millions
- Ministry of Agriculture

BARBADOS
- Caribbean Conference of Churches
- Ministry of Tourism and Environment

BRITISH VIRGIN ISLANDS
- British Virgin Islands National Parks Trust

CANADA
- CUSO/St. Barbe Baker Foundation/SPAT

DOMINICA
- Carib Council
- Ministry of Agriculture, Forestry Division
- Small Projects Assistance Team Ltd.

DOMINICAN REPUBLIC
- Asociacion para el Desarrollo de San Jose de Ocoa
- Mujeres en Desarrollo Dominicana, Inc.
- Plan Sierra
- Servicio Social de Iglesias Dominicana

GRENADA
- Carriacou Improvement Committee
- Forestry Division
- Productive Farmers Union

HAITI
- Catholic Relief Services

JAMAICA
- University of British West Indies

MARTINIQUE
  ASSAUPAMAR

NEVIS
  St. John's Community Improvement Club

PUERTO RICO
  Mision Industrial de Puerto Rico

ST. LUCIA
  Anse-la-Raye Coordinating Committee
  Agromart
  Caribbean Conservation Association/ECNAMP
  Fond St. Jacques Integrated Rural Development Program Committee
  Ministry of Agriculture, Fisheries Management Unit
  Ministry of Agriculture, Forestry Division
  National Research and Development Foundation
  Palmiste Fishermen's Group
  Public Health Department
  St. Lucia Christian Development Fund Committee

ST. VINCENT
  Organization for Rural Development
  St. Vincent Christian Council

UNITED STATES OF AMERICA
  CODEL, Inc.
  Franciscan Missionary Union

CARIBBEAN CONSERVATION
ASSOCIATION

CODEL INC.